

## Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 PM-07 INR-10 L-03 NEA-10

NSAE-00 PA-04 RSC-01 PRS-01 SPC-03 USIA-15 TRSE-00

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P 101405Z NOV 73

FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 2609

SECDEF WASHDC PRIORITY

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 5420

E.O. 11652: GDS 12/31/79

TAGS: MCAP, NATO

SUBJECT: BASIC ISSUES OF DEFENSE PLANNING: AIRCRAFT SHELTERS

REF: A USNATO 4597

    B. USNATO 4626

    C. USNATO 4877

    D. USNATO 4946

    E. USNATO 5100

    F. USNATO 5228

    G. USNATO 5300

FOLLOWING IS TEXT OF UK SUGGESTED AMENDMENTS TO BASIC ISSUES  
OF DEFENSE PLANNING WORKING PAPER ON AIRCRAFT SHELTERS  
(AC/281-N(73)/6, POUCHED). UNLESS FORTHCOMING ANALYSIS PROVIDES COM-  
PLETE SUPPORT FOR US SHELTER OBJECTIVE AND IS SUITABLE FOR RELEASE TO  
ALLIES, MISSION FEELS US SHOULD SUPPORT GENERAL APPROACH OF  
UK PROPOSAL.

GEBIN TEXT

DELETE PARAGRAPHS 10 ATO 13 AND INSERT:

"PRESENT SITUATION

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10 THE CURRENT SITUATION ON SHELTERS IS THAT A PROGRAMME  
FOR 70 PERCENT OF THE EARMARKED AND ASSIGNED TACTICAL COMBAT AIR-  
CRAFT IS ACE IN ACE IS BEING IMPLEMENTED THROUGH INFRASTRUCTURE FUNDS  
UNDER THE AUSPICES OF THE EUROPEAN DEFENCE IMPROVEMENT PROGRAMME(EDIP

).

THIS PROGRAMME IS DESIGNED TO PROVIDE 1,946 SHELTERS ON 87 AIRFIELDS IN ACE. BY FAR THE GREATER PART OF THE PROGRAMME WILL BE COMPLETED WITHIN THE NEXT TWELVE MONTHS; THE REMAINDER IS DUE FOR COMPLETION IN 1974. NO NATO SHELTER PROGRAMME EXISTS FOR THE REMAINING 30 PER CENT OF THE AIRCRAFT, THOUGH SHAPE RECOGNISE IT AS

DESIRABLE TO PROVIDE PROTECTION FOR THESE AIRCRAFT ALSO, SHOULD THE ECONOMIC RESOURCES BE AVAILABLE; NO PROVISION FOR THESE SHELTERS IS MADE IN THE MAJOR NATO COMMANDERS' REQUIREMENTS FOR THE 1975-1979 INFRASTRUCTURE SLICE GROUP. THE PROTECTION OF 70 PER CENT OF THE EARMARKED AND ASSIGNED AIRCRAFT IN ACE IS AN AD 70 PRIORITY I MEASURE; THE REQUIREMENT FOR THE OTHER 30 PERCENT IS A PRIORITY II MEASURE (1) AND, FOR THE REASONS GIVEN ABOVE, FINANCING OF THESE SHELTERS DEPENDS AT PRESENT ON NATIONAL RESOURCES.

11. (PARAGRAPH ON CURRENT POSITION ON SHELTERS IN UK)  
TO FOLLOW.

12. THE BASIS OF THE CURRENT SHELTER PROGRAMME IS THAT SHELTERS SHOULD BE PROVIDED FOR TACTICAL COMBAT AIRCRAFT ASSIGNED AND EARMARKED TO SACEUR. THE ACTUAL NUMBER OF THOSE AIRCRAFT

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(1) PRIORITY I: MEASURES TO IMPROVE SURVIVABILITY AND CORRECT OPERATIONAL DEFICIENCIES OF NATO FORCES, OF SUCH CRITICAL IMPORTANCE THAT WITHOUT THEIR IMPLEMENTATION THE VERY SURVIVABILITY OF NATO FORCES IS JOPARDISED.

PRIORITY II: MEASURES WHICH SIGNIFICANTLY IMPROVE THE COMBAT EFFECTIVENESS OF NATO FORCES.

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WHICH WILL BE LOCATED IN ACE DURING 1974 IS 2,493 AND THE 1,957  
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SHELTERS WHICH ARE UNDER CONSTRUCTION WILL PROVIDE PROTECTION FOR APPROXIMATELY 200 AIRCRAFT OVER AND ABOVE THE 70 PERCENT TO BE PROVIDED UNDER EDIP. HOWEVER, ALSO INCLUDED IN ACE ASSIGNED AND EARMARKED FORCES, BUT NOT LOCATED IN EUROPE, ARE 164 DUAL-BASED UNITED STATES AIRCRAFT AND IN ADDITION 279 UNITED STATES AND CANADIAN AIRCRAFT (RAPID REACTION/AUGMENTATION FORCES). IF ACCOUNT IS TAKEN OF THESE AIRCRAFT THERE COULD BE A SHORT-FALL OF ABOUT 100 SHELTERS IN THE CURRENT PROGRAMME WHEN VIEWED AGAINST THE OVERALL REQUIREMENT TO PROVIDE SHELTERS FOR 70 PER CENT OF ASSIGNED AND EARMARKED TACTICAL COMBAT AIRCRAFT.

13. THERE ARE, IN ADDITION, 880 UNITED STATES NATIONAL TACTICAL COMBAT AIRCRAFT-RISING TO 1,010 IN 1978-WHICH ARE

AVAILABLE TO REINFORCE THE EUROPEAN THEATRE BY M PLUS 30. THE UNITED STATES AUTHORITIES HAVE PUT FORWARD A REQUIREMENT FOR THESE AIRCRAFT TO BE PROVIDED WITH PROTECTION; HOWEVER THERE ARE A NUMBER OF COMPLEX PROBLEMS TO BE RESOLVED BEFORE AGREEMENT COULD BE REACHED ON SUCH A PROGRAMME. IN THE FIRST INSTANCE NO PLANS EXIST WITHIN NATO COVERING THE LOCATIONS TO WHICH THESE AIRCRAFT WILL BE FLOWN AND WHERE THEY WILL BE BASED. SECONDLY, IT WILL BE NECESSARY TO ESTABLISH PLANNING CRITERIA FOR THE PERCENTAGE OF THESE AIRCRAFT FOR WHICH SHELTERS SHOULD BE PROVIDED; IN PARTICULAR THERE WILL BE THE NEED TO TAKE ACCOUNT OF THE POSSIBILITY THAT D-DAY COULD OCCUR BEFORE M PLUS 30 IN WHICH CASE SHAPE ATTRITION RATES (70 PERCENT BY D PLUS 7, AND 35 PERCENT OF 70 PERCENT THEREAFTER) WOULD NEED TO BE TAKEN INTO ACCOUNT.

14. THERE ARE ALSO THE PASSIVE MEASURES FOR AIRFIELD PROTECTION WHICH ARE A NATIONAL RESPONSIBILITY. THE MOST IMPORTANT OF THESE INCLUDE THE PROVISION OF EQUIPMENT FOR RAPID RUNWAY REPAIR, AND THE TONEDOWN AND CAMOUFLAGE OF AIRCRAFT AND AIRFIELDS. PROVISION FOR THESE MEASURES WILL NEED TO BE TAKEN INTO ACCOUNT PARI PASSU WITH THE REST OF THE PROTECTION PROGRAMME.

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C O N F I D E N T I A L SECTION 2 OF 2 USNATO 5420

ASPECTS FOR FURTHER STUDY

15. PROPOSALS TO EXPAND OR ACCELERATE THE CURRENT SHELTER PROGRAMME RAISE A NUMBER OF DIFFICULT AND COMPLEX QUESTIONS. THESE MUST BE GIVEN CAREFUL STUDY BEFORE ANY FINAL DECISION IS TAKEN TO COMMIT FURTHER RESOURCES TO THIS AREA: THE FUNDS REQUIRED ARE LIKELY TO BE SUBSTANTIAL. THUS, FOR EXAMPLE,(THE UNITED STATES AUTHORITIES HAVE CALCULATED THAT) THE COST OF INCREASING FROM 70 PERCENT TO 100 PERCENT THE SHELTERING OF ALL UNITE D

STATES ASSIGNED AIRCRAFT IN THE CENTRAL REGION AND OF PROVIDING SHELTERS FOR ALL UNITED STATES DUAL-BASED AIRCRAFT EARMARKED FOR DEPLOYMENT THERE WOULD BE ABOUT \$30 MILLION. IN THE SAME AREA SOME \$100 MILLION WOULD BE REQUIRED TO PROVIDE THE FINAL 30 PERCENT OF SHELTERS FOR ALL THE TACTICAL AIRCRAFT OF THE OTHER ALLIES.

16. AMONG THE FACTORS TO BE BORNE IN MIND IN ANY FURTHER STUDY ARE:

(A) THE COST AND COST-EFFECTIVENESS OF EXPANDING THE CURRENT SHELTER PROGRAMME FOR ASSIGNED AND EARMARKED TACTICAL COMBAT AIRCRAFT IN ACE;

(B) THE NEED FOR FURTHER ANALYSIS OF ATTIRITION RATES AND  
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OTHER FACTORS TO DETERMINE THE OPTIMUM PERCENTAGE OF SHELTERS REQUIRED;

(C) THE NEED FOR SHELTERING DUAL-BASED AND AUGMENTATION AIRCRAFT TAKING INTO ACCOUNT THE COMMITMENT OF THESE AIRCRAFT AND THE TIMESCALE OF THEIR ARRIVAL IN ACE. THE PRIORITY TO BE ACCORDED TO SHELTERS FOR THESE AIRCRAFT COMPARED WITH INCREASING THE PERCENTAGE OF SHELTERS FOR AIRCRAFT STATIONED IN ACE, WILL ALSO NEED TO BE CONSIDERED;

(D) THERE IS A NEED FOR A THROUGH REVIEW OF RECEPTION ARRANGEMENTS FOR AUGMENTATION AIRCRAFT;

(E) THE NEED FOR A PROGRAMME FOR SHELTERS IN THE UNITED KINGDOM AND CONSIDERATION OF THE CRITERIA TO BE USED;

(F) DETERMINATION OF THE TYPES AND OPERATIONAL STATUS OF AIRCRAFT TO BE INCLUDED IN THE SHELTER PROGRAMME;

(G) THE NEED TO REDUCE THE VULNERABILITY OF TRANSPORT AIRCRAFT ON THE GROUND;

(H) CONSIDERATION OF HOW EXTRA FINANCIAL RESOURCES TO FUND ANY ADDITIONAL PROGRAMMES (INCLUDING COMPLEMENTARY PASSIVE MEASURES) MIGHT BE FOUND (RECOGNISING THAT THE COMMITMENT OF EXTRA RESOURCES IS LIKELY TO BE AT THE EXPENSE OF OTHER HIGH PRIORITY MEASURES).

#### PROPOSALS

17. IN THE LIGHT OF THE ABOVE, IT IS PROPOSED THAT COUNTRIES SHOULD:

(A) TAKE NOTE OF THE VERY GREAT IMPORTANCE

ATTACHED TO PROVIDING ADEQUATE PROTECTION FOR NATO'S  
AIRCRAFT ON THE GROUND;

(B) AGREE THAT FURTHER STUDIES SHOULD BE CARRIED OUT INTO:

(I) THE DESIRABILITY AND COST-EFFECTIVENESS OF  
EXPANDING OR ACCELERATING THE CURRENT AIRCRAFT

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SHELTER PROGRAMME;

(II) THE NEED FOR A SHELTER PROGRAMME AND ASSOCIATED  
PROTECTIVE MEASURES IN THE UNITED KINGDOM.

BOTH THESE STUDIES WILL NEED TO TAKE INTO ACCOUNT THE FACTORS  
MENTIONED IN PARAGRAPH 16 ABOVE.

(C) AGREE THAT A REPORT WITH SPECIFIC PROPOSALS AND  
RECOMMENDATIONS SHOULD BE MADE TO MINISTERS AT THEIR  
NEXT MEETING IN SPRING 1974.

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